

## **Indiana Bike Trails Task Force**

March 21, 2018

### **Meeting Notes**

The third meeting of the Indiana Bike Trails Task Force occurred on March 21, 2018 at approximately 10:07 am at the Indiana State Library, in Indianapolis, Indiana.

Meeting attendees included, Kyle Hannon (Chairperson), Paul Grayson (Vice Chairperson), Pete Fritz, , Andrew Forrester (via phone), Rep. Carey Hamilton, Rep. Wes Culver, Mitch Barloga, Dean Peterson, Bruce Kimball, Kara Kish, Jeff Smallwood, Vince Griffin, Rebecca Holwerda, Justin Schneider, Jay Mitchell (representing INDOT Commissioner Joe McGuinness). Mark Newman, Amy Marisavljevic, and Noelle Szydlyk.

### ***HOUSEKEEPING ITEMS***

Before getting the committee reports started, Noelle Szydlyk requested the meeting minutes from December be reviewed and approved. Paul Grayson made a motion to approve. Rep. Wes Culver second the motion. The motion to approve the minutes carried.

### ***TASK FORCE CHARGE AND VISION***

Kyle Hannon reviewed the mission and the reason for breaking into two-subcommittees in order to better meet the committee requirements and legislative deliverables of the task force. This explanation led to the introduction of Pete Fritz and the safety sub-committee discussion.

### ***SUB-COMMITTEE REPORTS***

Report from the Safety Sub-committee

As part of the packet that was distributed to the task force, Pete Fritz provided the slides that were reviewed during the presentation. This presentation was also posted to the VisitIndianaTourism.com website.

<http://www.visitindianatourism.com/sites/default/files/documents/Indiana%20Bike%20Trails%20Task%20Force%20Safety%20Committee%20Update%203-21-18.pdf>

Pete Fritz also explained that a meeting summary of the sub-committee meeting was also provided in the packet of materials provided at the meeting. Fritz reported on how his data for the presentation was collected and who he spoke with. He interviewed the director of Bicycle Indiana who was in attendance at Bike Trails Task Force meeting. He also did research to develop statistics and to identify issues as well as existing regulations.

Fritz reviewed the deliverables for the sub-committee as outlined on slide 2 of the presentation.

- Create a summary of existing state and local bicycle regulations
- Complete a summary of Indiana bicycle crash statistics
- Identify Indiana bicycle advocacy group safety Issues/recommendations
- Identify national bicycle safety Issues/Recommendations

In slide 3, Fritz reviewed the existing Indiana state code regulations.

- A bicyclist on the roadway has the same rights and duties as a motorist
- May ride a maximum of two abreast on roadways
- Bells no longer required, but may not use a siren or whistle on a bike
- Requires a white light on the front and a red light or reflector on the rear of a bike at night
- A bike must have brakes
- Local communities may require registration of bikes
- Bicyclists may proceed through a red light after waiting for 120 seconds, treating it as a stop sign

In slide 4, Fritz explained there are existing locally bicycle safety regulations that have been adopted.

- Bicycle bans in downtown districts
- Bike riding on sidewalks is prohibited in some communities (both community wide and in specific districts)
- Biking to school is not allowed in many schools
- Local Complete Streets Policies (1/2 of the Indiana population is covered by local policies)
- At least one Indiana community passed a side path law that limits riding in the road when an adjacent side path exists
  - Vince Griffin asked a question. Vince inquired which community in Indiana requires cyclists to use a side path instead of the road if one is available. Pete Fritz answered the question that Decatur County is the area where this law is in place.
- Bicycle registration and licensing requirements
- Bike speed limits on multi-use paths
- Time of day use restrictions on multi-use paths

Once the bicycle safety regulations both local and state had been reviewed, Fritz reviewed the (slide 5) 2012 Report by Bicycle Indiana and Indiana Criminal Justice Institute.

- Bicyclists involved in collisions are at greater risk of serious injury than motorists
- .5% average annual increase in injuries 2006-2010
- 7.4% average annual decrease in fatalities 2006-2010
- Younger bicyclists had higher percentage of injuries and fatalities (8-20 years old)
- Bicyclists were 17 times more likely to be killed in hit-and-run crashes than vehicle occupants
- Bicyclists were 80 times more likely to be killed in distracted driving collisions than vehicle occupants
- The overall rate of bicycle collisions were higher in urban locales
- The rate of serious injury bicycle collisions were higher in rural and suburban areas
- Counties with large universities and large Amish populations had the highest rates of bicycle collisions
- Bicycle collisions tend to cluster around existing bicycle paths in urban areas, especially near high-traffic areas.

In slide 6 and 7, Fritz reviewed Indiana bicycle crashes 2009-2016 by zip code and population. Maps included in the slides provide better visual of the data discussed.

- 77% of crashes were male
- 39% of crashes were 0-18 years old
- 18% of the crashes were Hispanic or Latino, yet they only represent 6.5% of Indiana's population

In further explanation, Pete explained the relation of the crashes occurring in higher visitor areas.

- A higher relative rate of bicycle crashes per person in a zip code may be an indicator of a higher number of crashes in areas visited by non-resident bicyclists, such as recreation areas.

Vince Griffin asked if the study that was conducted on crash rates differentiate off-road vs. road or trail. Pete Fritz answered, "No".

Fritz moved on to outline the number of bicycle crashes in Indiana per year. This detail is provided in slide 8. This slide showed a graph outlining the upward trend in crashes. Pete explained a number of reasons that support the upward trend in crashes

- More people are riding – correlates with more people on the road
- Awareness to concussions and people reporting it more
- Speed has increased
- Big groups riding together
- As we do a better job collecting data we see an increase
- Better trauma/crash information being collected by EMS and law enforcement

Dean Peterson offered the following theory as to the increase in the number of reported injuries. The awareness of head trauma may lead to more people going to the hospital after a bike crash – people used to just not worry about it if they weren't physically injured.

Vince Griffin asked if the study differentiated between how people were injured. Fritz responded, "No". He also asked if the same questions being asked in previous studies. Griffin thought a comparison of year to year may be affected by this.

One of the remaining deliverables of the safety sub-committee was to review the recommendations being offered by state and national bicycle advocacy groups. These recommendations were outlined in slide 9.

- Anti-dooring law – advocacy nationally as well as education to teach people different techniques for opening their doors (Dutch Reach) in addition to enacting the actual law to make people more aware of cyclists.
- Statewide passing Law – many states have one, and many are still advocating for this. Indiana implements on a city by city basis.
- Implementation of a statewide complete streets law that makes it a requirement for cities to follow not an option. This requires cities/towns to think about it, discuss publically, and determine through public record why a street was built a specific way.
- INDOT offers training for city planners and engineers

- Clarifying E-bike laws – many states are enacting a state clarification allowing cities to have a distinction and how to regulate the e-bike related to their local trails and road systems. Not statewide legislation but more a clarification from the top down.
- Implement a statewide education program on bike safety
- Update the state crash data regularly so the engaged agencies can get in front of it and use the data when it is current.

Vince Griffin asked for further explanation as to what constitutes a complete streets law or policy. Pete provided the following explanation. The Complete Streets Policy states that every time you touch a street (routine maintenance, redo or putting it in for the first time) that all users are considered – often includes a bike lane, sidewalk, crosswalk or other type of consideration. And if these aren't considered, it is put into public record so people know why.

Governor's Highway Safety Association 2017 Safety Issues were reviewed in slide 10 providing more of a national view of bicycle safety issues and data.

- Organization pushing change at the state level
- Bike fatalities are increasing in adults vs. children. Men are more likely. Urban crashes are more common. Intersection crashes are less decreasing
- Drinking and biking is more common, alcohol impairment of cyclists is becoming more common in crash data.
- Vince Griffin added anecdotal information – questioned the increase in kids wearing helmets and less adults. Model behavior is an initiative of the national safety association.

In slides 11-13, 30 different recommendations were provided via research provided by the Governor's Highway Safety Association 2017 Safety Recommendations. Pete took the time to identify a few recommendations to highlight. All thirty are included in the presentation slides.

The first and most important are the Three E's: engineering, education and enforcement. All are required to improve bicycle safety. Highlights:

- Law enforcement involvement
- Community wide approach to bike safety – Columbus and Bloomington are examples of communities working together.
- Improved and more frequent data collection and review
- Education of cyclists and the general public.
- Safe Routes to Schools initiative is waning due to funding at the state levels
- Dedicated funding source for bike safety initiatives – money available that is matching
- Law Enforcement technology – will stand up in court to enforce the 3-ft passing law – needs to be provided to law enforcement.
  - Pete may bring Officer John Wall from IMPD to a future safety meeting for further discussion on enforcement and bike safety
- Decreased speed limits for cyclists as well as vehicles in specific areas

Chairman Kyle Hannon provided this recommendation: Committee work together to develop the recommendations to go to the legislature. Along these lines, Pete Fritz and the safety sub-committee

met the final deliverable on the current timeline by providing the following list of recommendations. Discussion during the Bike Trails Task Force meeting also included to reflect comments on each recommendation.

Recommendations from the committee based on main issues facing safety:

- Enforcement – John Wall with IMPD is currently providing officer training to any law enforcement individuals about setting up enforcement areas. He is also providing three foot passing law education sessions for drivers to avoid just issuing tickets. He is focused on getting people to understand the importance of clear passing versus just giving them a ticket to pay.
- Driver education for new drivers – may need to be improved beyond the 2 questions that are currently on the test.
  - A question was offered as to whether or not new drivers learn about cyclist and bicycle safety – Pete and the representative from Bicycle Indiana in the gallery provided an answer. Driver education teachers have modules in their training that is focused around bike safety and there are 2 questions on the driver test focused on bicycle laws.
  - Amy Marisavlevic offered the suggestion of possibly adding more questions or further education on bicycle to motorist etiquette.
- Education for young cyclists – Pete believes that getting more kids on bikes and proper education makes them more experienced riders. This helps with the long term solution to improving safety.
- Increased distracted driver punishments – Mitch Barloga provided statistics and further discussion to support the recommendation with the following statement, “at \$35.50 the fine for distracted driving in Indiana is one of the lowest in the country” Mitch felt this is one of the biggest threats to fatally injure a cyclist on the road way.
  - In support Rep. Carey Hamilton provided this information. She is interested in having a serious discussion within the legislature on developing enhanced punitive actions for distracted driving; engaging both sides of the isle on the topic. This is an agenda idea for the next legislative session.
- Education for High School Students
  - Module online around bicycle safety – test to take that is more thorough and specific to bike safety outside of their BMV test.
  - Road maintenance and how it affects the data
- Kyle Hannon added a potential need for roadway signage that provides information on the passing laws. These signs are in place in Elkhart as they have a 3-ft passing law. However they are only on city and county roadways. If a road is a state road, Elkhart County is not permitted to put signs here. The signage is helpful and reminds motorists of the 3-ft passing law. Inclusion on state roadways may be something for the task force to consider. This is something to add to the safety conversation

Kyle Hannon capped conversation on safety and transitioned to the Fundraising Committee

Report from the Fundraising Sub-committee

Amy Marisavljevic led the recap on the Funding Sub-committee and any further discussion.

Marisavljevic provided an overview of the funding sub-committee deliverables to date.

- Provide a list of federal funding sources. Amy Marisavljevic explained that she provided a list and the PowerPoint presentation from the meeting in the packet given out at the Bike Trails Task Force Meeting. This list was also sent out with the meeting notes prior to the BTTF meeting.
  - This list was also posted to the Bike Trails Task Force web page at [www.visitindianatourism.com](http://www.visitindianatourism.com). The direct link is <http://www.visitindianatourism.com/sites/default/files/documents/Current%20Funding%20Sources.pdf>
- Provide a list of state funding sources. Amy confirmed that this list was also reviewed by the committee and is available to the public as well.
- Municipal funding sources were also included in the list that has been posted to the web page.
- Review the options for private funding that could be available in Indiana.

Amy explained why it was important to review all the options that may be available.

- Those creating trails now know what sources are available that communities can access for options for funding. And this information has been made available to the public through the Bike Trails Task Force web page.
- The sub-committee can use this list to fully understand what is out there before looking into the innovative and creative options.
- The committee can easily understand the shortcomings of some of the existing funding sources and why they do or do not work.

Paul Grayson attended the sub-committee meeting and offered up feedback on the takeaways from the discussion. The committee learned there are significant funds available annually (\$23 million), but those funds are distributed in small amounts to multiple projects. Focusing the available funds on fewer projects could accelerate development of linking trails. Another takeaway was that there are federal dollars that are distributed to MPO's and non-MPO areas and are administered by INDOT. Additionally all dollars distributed by INDOT require matching funds.

Amy Marisavljevic explained the next steps for the fundraising sub-committee.

- Review of how other states fund trail projects and programs. The sub-committee will look in depth at other models to determine what might or might not work for Indiana. Many states use very different funding models to support trails.
- Review of what are other state trail strategies on how they distribute funds.

The floor was opened up for additional funding source ideas to be shared.

Mitch Barloga championed the idea of creating a bicycle license program. This would require adults (excluding kids and seniors) to acquire a registration to ride a bicycle. Mitch explained that 4 million Indiana residents would fall into the category of an adult. Those interested would take an online test, not a high administrative cost. The cost for the test/registration would be minimal with the revenue set aside to create a maintenance fund or fund for smaller communities to build trails. Ultimately educates

the younger population as to the rules of the road and makes the adult riders more educated regarding bicycle safety and laws. The proposed fee for this registration would be minimal. Amy Marisavljevic provided some support explaining that there are models for this being done at a city wide level in other areas. Models available that can be reviewed to determine if they fit Indiana and if they are successful.

This type of program would require law enforcement involvement, but only if someone is causing an issue or creates an incident. Mitch offered a suggestion that the offender would get a warning on first issue if no license is presented.

Amy wrapped up the conversation on funding. She shared that the next meeting will be set up in conjunction with the safety meeting so they can be attended by the same people if task force members choose to go to both. Amy Marisavljevic will coordinate with Pete Fritz and provide information on next meeting date, location and times.

### ***TRAIL DEVELOPMENT UPDATES***

Amy Marisavljevic shared updates on trail developments across the state. Currently two new developments are in discussion.

- CSX Railroad filed to abandon a stretch of railroad from New Albany and Bedford (62 miles) – there are multiple cities looking to rail banking the rail line in order to potentially create a trail over that distance.
  - This potential trail shows as a Blue line on the visionary trails map provided by DNR.
- DNR and INDOT staff attended a meeting to talk to the Rails to Trails Conservancy about the National Great American Rail Trail (GART). The details from the meeting in short form are included below.
  - Would be a National Park Service trail
  - Currently the GART goes through 11 states
  - Primarily utilizing rail trails
  - Indiana would bridge a current gap between Ohio and Illinois.
  - Entire route is about 50% complete – nationally
  - The proposed Indiana section is about 50% complete (includes completed paved surface off road trails)
  - Rails to trails brings some staff to the table/resources to promote and implement the GART across Indiana
  - DNR is working on a potential route to present to GART for approval if the state plans to participate.
  - More updates will be provided at the next meeting

### ***NEW BUSINESS***

Rep. Carey Hamilton provided information on a new bill that she authored that was recently passed through the state legislature. The bill provides immunity to property owners who have trails that go through their property so they cannot be held liable if someone is injured while crossing their property.

People (specifically people in Rep. Hamilton's district near the Monon Trail) were paying for extra insurance to allow people to cut through their yards and property in order to get to the trails. The

purpose of this bill was to improve the public relations around trail development and use. The Indiana Farm Bureau came on as a supporter of the bill as these same issues affect farmers in our more rural Indiana communities. The bill passed the legislature and the Governor has signed it.

Mitch Barloga provided an update on a grant that was requested for a trail project in his area of Indiana. Four Winds Casino Pokagon Fund provided funds to the Marquette Greenway project when they were turned down for their TIGER Grant. Up to \$300,000 in foundation funding was secured to help support their trail system in northwest Indiana. Barloga also mentioned that 66% of the TIGER grants this year went to rural communities.

Representative Wes Culver provided comment on the update on the Great American Rail Trail Project. He reminded the task force of the deliverable in place to develop actionable concepts to connect existing bicycle trails in our state. The GART provides the start and end and allows the task force or state reps to determine how we get there. This GART system is doing that across America.

Rep. Culver suggested we need a third committee to start talking about connecting the trails. That we use the vision that was developed by GART as a guide/model. He proposed to use this concept as a way to get the connectors put in place.

- GART put out the vision and then convinced states to participate.
- Indiana could use this same concept by creating the vision and then engaging the state and communities on how to participate.

Question raised by Rep. Culver as to whether this is already happening by identifying funding sources to make these connections come together.

Szydyk asked a question of Representative Culver to clarify his request. Noelle asked Rep. Culver about what he would like to see happen. Does he want to simply educate or communicate with communities on how they can get involved or does he want to tell them how to connect?

Culver responded that he would like to give people more direction than just ideas. He thinks they need a more complete plan or identification of areas in order to direct efforts on those areas that are or could be part of the connection.

Barloga used Rep. Culver's request for a third sub-committee as a jumping off point to share how they prioritize funding trail type projects in northwest Indiana. He shared that they use a ranking or numbering system to give higher scores to projects that meet specific requirements, are part of visionary projects, connect to existing trails, etc.

Amy Marisavlevic responded that DNR does do this. The recreational trails program and the State Visionary Trails program does provide communities with more points or incentives toward their trail development plans if they are part of the visionary trails program.



After much discussion, Kyle Hannon brought the group back to the agenda and the review of the vision statement. He mentioned he would still like to see directives given to the sub-committees that allow them to connect the vision. He also wants the committee's to create something people want to be a part of and commit to the upkeep.

There was much discussion regarding the vision statement at the previous meeting in December. Noelle Szydlyk provided a response regarding the need for a vision statement if we truly want to proceed in this fashion. Noelle asked, "If we don't have a vision statement are we simply going to scrap the original idea and move in a different direction?" Kara Kish provided a response.

Kish shared that a draft of a vision statement has been created. This is attached to the meeting notes. Kish explained that this statement attempted to pull the words we put out there in brainstorming and to create that common thread. Currently this vision statement is a draft version that can be modified.

First comment from Amy Marisavlevic is to change Tools to Resources in the first sentence.

Kish further explained that a mission statement would include more details and information from the safety and fundraising sub-committees as well as the details if we develop an actual trail corridor system. This statement is meant to be seen at the 30,000 ft. level. Dean Peterson and Vince Griffin thought it was a very strong statement and provided a great start.

Paul Grayson reflected on a few questions and how they might be shown in the vision statement. First he wanted to explore how we create that "bucket list" destination from this trail system? He asked the question, what amenities need to be added to the top half of the state?

Moving to the Visionary Trails Map provided by DNR, he asked how we develop the trail systems in the southern part of the state and get them the amenities that mimic the northern half? He suggested we use ideas from personal experience to determine what amenities can be included to create the bucket list experience.

For those sceptics of trails, he also feels a trail system will bring in the communities and lift them up rather than weigh them down. Highlighting this will increase legislative enthusiasm. If you make it special enough people will want to know how they can be a part of it.

Representative Hamilton provided some additional feedback on the mission statement. She felt we may need to modify the vision statement a little to make it more succinct and punch it up. Others agreed. Kara Kish is encouraging others to look it over and make suggestions for changes. Dean Peterson feels that we can pull in through the mission statement how to make it more detailed, explain how to do it, plan it out. Make the vision statement coincide with timelines.

Discussion of new ideas continued.

Mitch Barloga brought the conversation back to Rep Culver's question about an additional sub-committee. He provided thought and explanation for a statewide corridors program.

- Statewide corridors – Is there a need within the task force to create priority routes list or map through a third sub-committee?
- Creation of statewide corridors that local communities can plug into
- Mitch would still like to create a priority system

Paul Grayson provided a response to the idea of identifying corridors around the state. Grayson felt the northern part of the state can be easily divide and be separated via corridors. However the southern part of the state is more limited and complicated because there are greater limitations. Development or selection is defined more by funding as there are no logical connections, difficult terrain and they become a lower priority. Finding a way forward in the southern portion of the state may be a longer term project.

In further explanation of the priority system used in northwest Indiana, Barloga provided a response to Grayson. In northwest Indiana this issue of difficulty has been dealt with in the past. The connection was defined and put on a very low priority corridor in order to show that it was identified and on the map, but with the understanding that it was a much more complicated project.

Mark Newman commented the need to bring people into the table that are representative of all counties in order to get them engaged. People participate in order to have some skin in the game. It is important to make this a more local project in order to get their buy in and interest.

Per Bob Bronson (grant funding administrator with DNR), DNR has gone through this process twice (last time was 3 years ago), to create the visionary trails map. This was done taking public input regionally. This is not a new concept. He shared that the corridors were created through input from the public and what people want to see complete.

Bob Bronson provided input on the division of money from DNR. MPOS are doing their own planning and prioritizing. Bronson felt it would be difficult to move to statewide priority system.

#### ACTION

There was a motion from Mitch Barloga to create a committee to develop a corridor priority system. Jeff Smallwood second the motion. Discussion was called for by Chairman Kyle Hannon.

Pete Fritz offered that emerging data will come out of the INDOT statewide active transportation study and consultant. He feels the committee needs to keep our eye on this. Much of this information is available from INDOT per Jay Mitchell. If we know what we need we can ask for it.

Motion passed all in favor. Mitch has offered to chair. Amy Marisavlevic has offered to participate on the committee. Amy will coordinate to get this on the same day as other sub-committee meetings.

Kyle Hannon concluded the meeting by provided a wrap up and next steps.

- Safety Sub Committee – review and bring recommendations for legislature
- Funding Sub Committee – review and bring recommendations for creative funding sources

- Vision – adopt the vision and approve it. Determine if we plan to move forward and create the mission statement, everyone will have a chance to look it over and review.
- Trail Corridor sub-committee creation – meet during the time between task force meetings.

Jay Mitchell gave an update on the INDOT contractor – INDOT is still working through the contractual signature process, finalization of duties, hoping that this person will be done and ready for the next meeting. Mitchell will be responsible for extending an invitation to the next meeting if ready and on staff.

Amy Marisavlevic reminded the committee of the national Places for Bikes conference happening in May 1-3, 2018 in Indianapolis. She is working on an invite the task force to participate in a special event. Amy provided an opportunity to attend an after hour conversation with people from across the state. Noelle Szydlyk will send out the registration info on the conference.

Pete Fritz extended an invitation to the group and a reminder of the Indiana Bike Walk Summit on August 29 and 30 in Indianapolis at the Omni Hotel – Bicycle Indiana, ISHD, INDOT host the event. Noelle will distribute the registration information as soon as it is available.

#### ***ADJOURNMENT***

Motion to adjourn was provide by Mitch Barloga. Amy Marisavlevic seconds the motion. Motion passes.

Post meeting presentation was provided by Karen Radcliff of Visit Hamilton County and Jeff Robinson of Visit Indy on their collaborative project to promote the Monon Trail as a destination. The presentation slides are available on the trails task force web page at [www.visitindianatourism.com](http://www.visitindianatourism.com) or by request.